CAPITAL PROJECTS ADVISORY REVIEW BOARD

504 15th Avenue

John L. O'Brien Building – Hearing Room A

Olympia, Washington November 13, 2008 9:00 AM

Final Minutes

MEMBERS PRESENT REPRESENTING MEMBERS ABSENT REPRESENTING

General Contractors Daniel Absher Rep. Dan Kristiansen House (R) Senator Rodney Tom Norman Strong Architects Senate (D) Senator Dale Brandland **Damon Smith** Engineers Senate (R) Larry Stevens (for Vince Campanella **General Contractors** Rocky Sharp) **Specialty Contractors** Gary Rowe Counties Ed Kommers Vacant **Specialty Contractors Public Hospital Districts** David D. Johnson Construction Trades Labor Pete Crow Construction Trades Labor Cynthia Cooper **OMWBE** John Ahlers Private Industry

Christopher Hirst
Olivia Yang
John Lynch
Larry Byers

Private Industry
Private Industry
Private Industry
General Administration
Insurance/Surety Industry

Rodney Eng Cities
Robert Maruska Ports

Dan Vaught School Districts Rep. Kathy Haigh (Vice House (D)

Marsha Reilly, State Government & Tribal Affairs

Chair)

STAFF & GUESTS

Nancy Deakins, GA Van Collins, AGC

Searetha Kelly, GA Mark Riker, Sheet Metal Workers Local 66

Cheri Lindgren, Puget Sound Meeting Services Pam Johnson, OST

Dick Lutz, Centennial Contractors

Heather Macleod, JLARC

Lawrence Barnett, King County

Linneth Riley Hall, City of Seattle

Connie Pham, ULMS-CDCC

Stan Bowman, AIA/WA

Jeanne Rynne, OSPI Sharon Case, GA

Darlene Septelka, Landon Construction Group Randy Scott, WA State Plumbers & Pipefitters

Ashley Probart, AWC Larry Sheahan, AGO

Committee

Welcome & Introductions

Chair Robert Maruska called the Capital Projects Advisory Review Board (CPARB) meeting to order at 9:05 a.m. Everyone present provided self-introductions. A meeting quorum was attained.

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Approve Agenda

Pete Crow moved, seconded by David Johnson, to approve the agenda as presented. Motion carried.

Mr. Absher arrived.

Approve October 9, 2008 Meeting Minutes

The following correction was requested to the October 9, 2008 minutes revising the last two sentences of the first paragraph on page 4 to read, "Ms. Cooper responded that OWMBE was caught by surprise when asked for input and then the form was distributed before OMWBE had an opportunity to provide input."

Damon Smith moved, seconded by Pete Crow, to approve the October 9, 2008 meeting minutes as amended. Motion carried.

Public Comments

There were no public comments.

CPARB and **PRC** Membership

Chair Maruska reported on Dick Goldsmith's resignation with the Public Hospitals District (PHD) effective October 31, 2008. The PHD is working to appoint another Boardmember as quickly as possible.

Ms. Deakins reported Washington State Association of Counties appointed Gary Rowe, Executive Director, Association of Washington Counties of County Engineers, to represent counties. A formal letter is expected next week. Mr. Rowe was not able to attend the meeting.

Ms. Deakins reported Project Review Committee (PRC) member John Mannix has left the Spokane School District and Bob MacIssac, representing ports has retired. Two other vacancies include cities and construction trades labor. A letter of interest was submitted by Linneth Riley-Hall, City of Seattle, to represent cities on the PRC. Ms. Deakins reviewed Ms. Riley-Hall's qualifications.

Mr. Eng arrived.

Mr. Eng and Ashley Probart, Association of Washington Cities (AWC), said Ms. Riley-Hall would be a good addition to the PRC.

John Lynch moved, seconded by Christopher Hirst, to appoint Linneth Riley-Hall to the PRC representing cities. Motion carried.

Ms. Deakins reported the membership matrix includes a running list of candidates interested in serving on the PRC. Joseph Bettridge is interested when a specialty/subcontractor vacancy opens. Washington State Department of General Administration (GA) staff will send out a recruitment announcement within the next several months.

Data Collection Update

Chair Maruska reported the Board's plan was submitted to the Joint Legislative Audit and Review Committee (JLARC) and was well received. Items discussed at a JLARC meeting last week included documenting CPARB accomplishments on subjects not necessarily providing advice to the Legislature and how the Board will work with GA to verify data collection information.

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Ms. Deakins reviewed a data collection reporting summary (prior to quality verification) dated November 13, 2008. Different codes are assigned to identify each phase. Staff will verify the quality of data and numbers and eliminate duplicate records.

Ms. Deakins referred members to a matrix summarizing PRC certification and project approvals public bodies not initiating the required reporting. A number of agencies have completed phase 1 and have started phase 2.

Mr. Kommers suggested staff provide the Board with a quarterly data collection update rather than a monthly report.

Ms. Deakins reviewed a 2008 Annual Job Order Contracting (JOC) Report providing a snapshot of public bodies with job order contracts in place. The task force is evaluating reporting and issues around the expansion proposal. State law requires public bodies to subcontract 90% of the work. The backside of the report contains a summary of OWMBE responses to the annual JOC report. More work is required at the task force level.

Discussion ensued on what "self perform" means.

Mr. Kommers asked if the attachments forwarded to some members are posted on the website. Ms. Deakins said the reports were forwarded to task force members for review.

Mr. Absher expressed interest in additional information showing the total dollar volume that's out in JOCs, and the total amount contracted to OMWBEs as either the JOC or subcontractor. Ms. Deakins said supplemental data will be provided next month.

Task Force Status Reports

Prevailing Wage on Public/Private Partnerships - Ed Kommers

Mr. Kommers said an issue is whether the Board has authority to discuss prevailing wage on public/private partnerships.

Larry Sheahan, Attorney General's Office (AGO), commented that it's important to remember the Board only has the power and authority authorized by the Legislature. He quoted the statute outlining the CPARB's authority and duties to include, "To develop and recommend to the Legislature policies to further enhance the quality, efficiency, accountability of capital construction projects through the use of traditional and alternative delivery methods in Washington, and make recommendations regarding expansion, continuation, elimination, or modification of the Alternative Public Works (APW) contracting methods." The Board must first determine whether issues contemplated for discussion fall under the definition of the powers and duties as defined by the Legislature. If the CPARB determines an issue of concern is within its power and duty, the Board should explain how it falls within its authority if members intend to make a recommendation to the Legislature. If the Board decides it wants to make a recommendation on this particular issue, it needs to give a good reason why the subject is within CPARB's power granted by the Legislature.

Mr. Kommers said a broader definition of public works would make it easier to say the issue is within the Board's authority. Mr. Sheahan said the Board cannot change the definition of public works unless it makes such a recommendation to the Legislature.

Mr. Eng asked whether the Board's authority covers anything other than public works. Mr. Sheahan said the CPARB has the authority to make recommendations on both traditional and APW. If the Board wants to argue

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it has authority beyond the specific words of "public works," the CPARB has a duty to justify that under the language in the statute.

Mr. Eng asked whether the statute allows the CPARB to discuss a project which is 100% privately funded. Mr. Sheahan replied that under the statute, the CPARB does not have that authority.

Mr. Johnson said the reason prevailing wage on public private partnerships is within the Board's authority is because of tax incentives and/or donation of land provided at taxpayer expense represents a public investment He asked whether the proposal before the Board is appropriate. Mr. Sheahan said if the Board believes it is the CPARB has the ability to make that argument. He reiterated his opinion that the subject is not within the Board's purview.

Discussion ensued on an AGO opinion dated November 3, 2008 stating facilities constructed under "63-20 financing" do not constitute "public works" under Revised Code of Washington (RCW) 39.04. Mr. Sheahan stated he hasn't read the formal opinion.

Chair Maruska asked whether the Board must limit its recommendations to issues within the public works arena even if other issues extend beyond public works. Sheahan said it's appropriate to provide comments on the Board's authority when supporting and/or forwarding recommendations to the Legislature, particularly on issues that are outside the CPARB's authority.

Discussion ensued on capital construction projects and public works. Mr. Sheahan said he understands the definition for public works and capital construction projects are equivalent.

Ed Kommers moved, seconded by Dave Johnson, to remove the issue of prevailing wage on public/private partnerships from the list of issues as the Board is not convinced the topic is under the purview of the CPARB. Motion carried unanimously.

Chair Maruska recessed the meeting from 10:01 a.m. to 10:19 a.m.

Pay Undisputed Claims Promptly - John Ahlers

Mr. Ahlers reported school districts have offered input. The task force modified the initial language provided to the Board previously. Members asked Mr. Purdy with the University of Washington (UW) to propose recommendations in response to the agency's feedback. GA expressed concerns about the process (GA requires a contract change before it can accept an invoice) and intends to provide additional input. Refined language should be ready for the Board's review at the December meeting.

UW Husky Stadium Method - Olivia Yang

Ms. Yang reported Ms. Septelka prepared the first drafts of the characteristics for this method based on her reading of the Husky Stadium Request for Proposal (RFP). Task force members discussed providing the Legislature with a report by the end of the year. The report will describe the method, define when the threshold should be used, and offer conclusions. The intent is to incorporate the characteristics and process flow chart in the report. The report will compare the Husky Stadium Method with General Contractor Construction Manager (GC/CM), Design Build (DB), Design Bid Build (DBB), and "63-20." The conclusions will contain two parts: yes or no, or yes with conditions, and whether existing procurements should be modified to meet the need so that the proposed method is not necessary. The task force meets again on November 24, 2008 and December 18, 2008.

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In response to questions from Mr. Ahlers, Ms. Yang provided a history of the request. The task force is evaluating the merits of the procurement independent of UW's Husky Stadium project. A legal opinion has been requested from the AGO on whether the UW is authorized to use the method outlined in the 1909 statute.

Discussion ensued on whether the Board will have a chance to review a draft report and offer comments prior to forwarding the report to the Legislature. Ms. Yang stated a draft report should be ready in time for the January 8, 2009 meeting.

Discussion followed on the task force needing time to evaluate whether changes to the DB process would accommodate the procurement proposed. Ms. Yang said she will continue to forward information as it develops.

Ms. Deakins asked Ms. Yang to forward the report and supplemental information to her no later than January 4, 2009 for distribution to the CPARB prior to the January 8, 2009 meeting.

Mr. Ahlers left the meeting.

Include Housing Authorities in APW - Ed Kommers

Mr. Kommers reviewed the history of revising the public bodies' definition to include housing authorities. The task force met with the Public Housing Authorities Association (PHAA). The housing authority is eager to work with the CPARB. Based on the Board's previous direction, Mr. Lynch said the Director of GA recently forwarded a request to the AGO to review the statute as it relates to housing authorities. He asked that next month's meeting agenda include a discussion of the issue.

Representative Haigh arrived.

Mr. Kommers advised that the task force will report in December on the cost of the legal opinion. The goal is for the task force to meet with the housing authority prior to the CPARB's December 11, 2008 meeting.

Ms. Deakins noted an action is to identify additional task force members for the issue. Mr. Absher expressed in becoming involved.

Modify Definition of Modular Buildings – Ed Kommers

Mr. Kommers referred members to an issue summary and provided a history of the topic. The current DB statute provides an exemption for prefabricated modular buildings, which was intended to apply to single modular buildings, such as a school district portable. The housing authority is building a large project using a number of prefabricated buildings. The proposal is to clarify the definition and control the procurement of up to three modular buildings for each site for each public body with a limit of 1,000 square feet per structure. The issue has not been referred to a task force. He said he revised the initial proposal from 750 to 1,000 square feet a structure based on input offered last July. He asked members to approve the concept and include it in draft legislation to the Legislature.

Mr. Absher asked whether public bodies can build an unlimited number if total square footage is below the 1,000 square-foot threshold. Mr. Kommers said that's not the intent. Mr. Absher recommended against drafting language requiring a school district to seek PRC approval for four portables.

Mr. Vaught asked whether school districts need PRC approval to use portables for several years to temporarily house students while a project is underway. He confirmed the school district is not following DB statute to procure structures. Mr. Kommers said there is no intent for that type of change.

Mr. Eng said revising the definition appears to be relatively easy, which should be captured properly. He suggested the Board approve the concept and refine the definition to avoid unintended consequences. Mr. Kommers said the intent is to prevent public owners from using the DB statute to bring in multiple prefabricated units to accomplish a large project. The definition applies to all public owners. Mr. Eng suggested a revision to the definition stating something similar to, "a modular building does not include more than three prefabricated buildings assembled into a single unit."

Representative Haigh suggested other parameters, such as making a distinction between housing and classrooms, and specifying the length of time an owner anticipates using the buildings.

Mr. Strong said designers and contractors are beginning to do more prefabrication and building in blocks rather than with "sticks and bricks." The definition should not limit the ability to install a modular bathroom assembly within a site built structure.

Ed Kommers moved, seconded by Pete Crow, to move the concept forward and draft language for incorporation in legislation during the 2009 session. Motion carried.

Ed Kommers, Rodney Eng, Olivia Yang, Daniel Absher, Dan Vaught, Christopher Hirst, Dave Johnson, Darlene Septelka, Jeanne Rynne, and Van Collins volunteered to serve on a "virtual" task force.

Mr. Kommers indicated draft language will be prepared for the Board's January 8, 2009 meeting.

Negotiate with Low Bidder on Lump Sum Bids - Olivia Yang

Ms. Yang reported the proposal is expanding the authority to municipalities in addition to state agencies. Draft language was forwarded to Ms. Deakins and Ms. Reilly. In response to a comment from Ms. Yang, Mr. Kommers stated there were three votes against the expansion. Specialty contractors are opposed to the plan.

Increase Small Works Roster Limits - John Lynch

Mr. Lynch referred members to a handout with three changes to RCW 39.04.155; *Small works roster procedures – Limited public works process – Definition*. Owners suggest raising the contract limit from \$200,000 to \$500,000. Owners would be required to notify all contractors identified on the roster for projects ranging from \$250,000 to \$500,000 and giving public owners the authority to award a contract estimated to cost less than \$100,000 (\$35,000 currently) using the limited public works process.

Discussion ensued on the basis for raising the contract limit from \$200,000 to \$500,000. Mr. Lynch said the current threshold was established in the mid-1990s. Construction costs have since increased significantly. He recognized the proposed increase is somewhat higher than inflation and referred to a construction cost escalation spreadsheet. Data was pulled from *Engineering News Record, RS Means*, and *Associated General Contractors* sources and concerns vertical rather than flat construction.

Chair Maruska commented on a port's perspective and difficulties encountered with a limited public works process. Obtaining bids from smaller contractors is extremely limited because of the associated bonding requirements.

Mr. Lynch reminded the Board the use of small works rosters is in lieu of advertising individual projects.

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Mr. Strong said cost escalation is significantly higher in Washington State because of the I-5 corridor. A \$500,000 contract limit is reasonable. He asked whether there are similar parameters for JOC. Mr. Lynch replied the JOC limit is currently \$350,000.

Chair Maruska said there was some discussion about changing "estimated cost" to "estimated contract cost" to exclude sales tax.

Mr. Byers commented that \$500,000 is a big leap from \$200,000 even when considering an inflation argument.

Ms. Yang agreed with Mr. Strong. The construction cost escalation data is based on national levels. Washington State is higher. A 50% cumulative increase is at the bottom of what is occurring in the Seattle area. She offered to provide the Board with supplemental data.

Chair Maruska added that there is data supporting that the cumulative increase for flat work exceeds 100% in a shorter period of time than in 1999. Any adjustments to RCW 39.04.155 should also be applied to RCW 58.08.120 (specific to ports) for consistency purposes.

Daniel Absher moved, seconded by Dave Johnson, to establish a task force to address the issue. Motion carried.

John Lynch, Larry Stevens, Daniel Absher, Dave Johnson, Cynthia Cooper, Larry Byers, Dick Lutz, Olivia Yang, Ashley Probart, Van Collins, Robert Maruska, Linneth Riley-Hall, Mark Riker, and Marsha Reilly volunteered to serve on the task force. Mr. Lynch was asked to act as the task force lead. Mr. Lynch said the task force will present the Board with a proposal at the December 11, 2008 meeting.

Ms. Deakins suggested the task force review the July CPARB minutes describing the concerns.

Mr. Lynch confirmed *Best Value Contracting/Competitive Negotiation* was deferred to the 2010 session.

Increase Bid Limits/Day labor (public body self-performed work) - Ashley Probart

Mr. Probart distributed a *Public Works Contracts* handout. He reviewed the two objectives discussed at the July 2008 CPARB meeting concerning a one-time increase and an agreed upon inflation factor. He offered to research other cost index mechanisms in addition to the Washington State Department of Transportation (WSDOT) construction cost index and analyze how the trade limits would change.

Mr. Probart reported public owners are meeting bimonthly and are interested in establishing one or two standards for bid limits. He referred to the construction cost escalation spreadsheet showing varying construction indexes. Cities do not typically engage in vertical construction; however, the data provides a frame of reference for cost index increases.

Mr. Lynch advised that GA doesn't have bid limits. He asked if public owners can bid out work rather than perform in-house work above a specified threshold. Mr. Probart answered that is correct.

Mr. Johnson said automatic percentage increases are problematic because it's an estimate on future inflation. Labor is concerned about eliminating contracting opportunities. Uniform bid thresholds and/or bid limits make sense. Attempting to catch up at one time is unpleasant.

Representative Haigh said it's important to evaluate the limits, as they do go up and change over time. She said she's hesitant to support a percentage increase and asked the Board to recommend dollar thresholds.

Mr. Eng said most cities engage in flat work. Members could create an index or a "basket" of indexes to reflect the type of work (vertical, flat) that accounts for labor issues, accountability, and materials. Mr. Eng agreed that if the index decreases, the number well decrease as well. It's sensible to consider current conditions and revisit the issue when appropriate.

Discussion followed on whether there is a specific limits proposal and if a task force has been identified. Mr. Johnson said a worksession is scheduled for early December. Mr. Probart said the first step is to discuss the issue further. The working proposal is a one-time bump up to \$150,000 and \$75,000 for first and second-class cities, respectively. Mr. Johnson and Mr. Probart acknowledged that the issue has not been worked by a group of stakeholders. Mr. Absher commented that the issue is linked to the small works roster subject. He suggested the small works roster task force should also work on the increase bid limits issue.

Ms. Reilly reported the State Government & Tribal Affairs Committee is hosting a work session on December 5, 2008 from 8:00 a.m. to 10:00 p.m. at the John L. O'Brien Building, Hearing Room D, to discuss public works bid limits. Representative Hunt requested a bill draft and wants different groups to testify on the subject and answer a series of questions.

Daniel Absher moved, seconded by Dave Johnson, that the increase small works roster limits task force also work on the increase bid limits issue. Motion carried.

Mr. Eng and Ms. Reilly volunteered to participate on the task force.

Legislative Strategy

Members discussed a strategy for the 2009 session. Representative Haigh spoke about the Senate's workload during the 2008 session. She emphasized that the CPARB's bill didn't die because it was a bad bill, but that there were too many bills during a short session. If the Board plans to drop a new bill this year, she recommended the CPARB ask Representative Tom and/or Senator Rockefeller to sponsor the legislation in the House and Senate. It would be prudent to drop the bill presession. Ms. Reilly stated prefiling for the House generally occurs around the Christmas holiday and Senate prefiling occurs the first week in December.

Mr. Probart reported he met with Senator Fairley last week. The bills will likely go through her committee. Senator Fairley tends to have 3-5 House committees funnel legislation to her committee. She's in the process of assembling her 2009 legislative schedule. It would be advantageous to prefile the bill on her agenda and move it out of her committee the first week or two of the session.

Representative Haigh reported she spoke with Senator Rockefeller about the legislation and plans to speak to Senator Tom. Ms. Deakins asked Representative Haigh to speak with Senator Brandland.

Representative Haigh encouraged the Board to file bills early and seek bipartisan sponsorship in both the House and Senate.

Discussion ensued on the ability to amend bills on the floor. It's wise for the CPARB to drop a bill(s) as quickly as possible. Amendments can always be added later.

Ms. Yang said the CPARB has a bill drafted last year. Ms. Reilly stated she has the bill with the changes forwarded by the Board. The issue is the number of bills the CPARB might propose, as it will make a difference if the Board plans to amend the language. The title should be broad to apply to the amendments. The CPARB can drop a bill and prior to the session begin work on a substitute bill for hearing purposes.

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Mr. Eng asked whether it's appropriate to introduce the bill from last year and broaden the title as necessary. Representative Haigh said the downside of a broad title is that the bill can turn into a "Christmas tree" and contain other bills not related to APW.

In response to a question from Ms. Yang, Ms. Reilly said the House cannot amend the title of a bill. However, the Senate can amend titles. Representative Haigh said it's important that the same language and title start at both the House and Senate.

Discussion followed on options to add and/or narrow the title of a bill proposal and introducing separate bills. Representative Haigh recommended the Board refile last year's bill. Dropping the bill early and amending it is a better strategy.

Rodney Eng moved, seconded by Daniel Absher, to reintroduce last year's bill with the same title for early filing purposes.

Ms. Deakins asked whether the Board wants to include clean up items identified for APW with last year's bill, or whether to file it separately. Mr. Eng said the bill could include other minor cleanup items and language. Mr. Absher agreed. Mr. Johnson said it makes sense to drop the bill from last year. A substitute bill can be introduced as a "striker."

Motion carried.

Task Force Status Reports, Continued

Job Order Contracting - Olivia Yang

Ms. Yang reported the task force discussed the survey, when an owner should use JOC, and what projects are suitable for that delivery. Members considered the idea of developing a decision tree to help determine when JOC is appropriate rather than precluding owners to use JOC for anything under \$350,000. Other considerations include educating potential new owners on the appropriate use of JOC and effective outreach. The actual proposal before the Board is not to increase any of the limits but to add new owners, such as higher education, smaller ports, and public hospitals. More work is needed. A conference call is scheduled for November 19, 2008 and a meeting is planned on December 3, 2008.

Ms. Deakins and Mr. Lutz said Mr. Lynch will review the JOC handout at the next meeting.

Mr. Johnson reported the labor community is concerned on how the delivery could impact OMWBEs and smaller contractors. It's important to create a transparent process. There was a rush to implement the data collection as it relates to JOC to determine if the methodology is working. He said he would like to see the data prior to expanding JOC. Ms. Cooper agreed. The OWMBE is working with Ms. Yang and the task force. The preliminary data is not encouraging and the numbers are alarming. The agency attempted to articulate why OWMBE is startled. The organization does not want to rush into a situation without data that might harm small businesses. The data reveals there are two certified primes. The mechanism to train small businesses to get involved and identify subcontractors is unknown. OWMBE needs the data to support the proposal.

Discussion followed on how increasing bid limits could impact JOC.

Chair Maruska reported the Board received a request to reinitiate the *Refine Notice Provisions* (MMJ) process. Mr. Absher indicated he will follow up with a report next month.

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Expand Subcontractor Bid Listing - Dave Johnson

Mr. Johnson reported the bid listing task force met. Another meeting is scheduled for November 18, 2008. Proposed bill language for the issue and *Fair Competition for Washington Contractors* should be forwarded to the Board before the next CPARB meeting. The task force is working to refine the text for both issues.

Mr. Hirst left the meeting.

Require Public Bid Openings for GC/CM - Olivia Yang

Conversation ensued on the status of draft legislation concerning public bid opening for GC/CM. Mr. Kommers said Mr. Eng and Mr. Absher have forwarded concerns on some of the language. Upon further review of an email, Mr. Kommers said it appears Mr. Eng agreed with the concept but wanted an opportunity to review the language. Mr. Absher indicated he will also review the text. Mr. Absher and Ms. Yang suggested staff distribute the proposal to the Board now to position members to vote on the language at the December meeting. The issue could be included in the old bill. Ms. Reilly said she'll follow up with a prefile date.

Mr. Absher left the meeting.

Review Task Force Assignments & Set Next Meeting Agenda

There were no objections from members for an expanded December 11, 2008 meeting (9:00 a.m. to 3:00 p.m.) if necessary. Agenda topics include standing items, a report from the PRC, and a review of JOC.

Ms. Reilly said one reason to have the bill completed the first week in December is to identify sponsors on the bill, which is required before it can be dropped for prefiling. No one will be available the second week in December.

Ms. Deakins asked for electronic copies of any handouts prior to each meeting. Staff can provide the materials to the Board and the public.

Adjournment

With there being no further business, Chair Maruska adjourned the meeting at 12:29 p.m.

Robert Maruska, CPARB Chair	

Prepared by Cheri Lindgren, Recording Secretary Puget Sound Meeting Services